



## THE CITY OF SAN DIEGO **MANAGER'S REPORT**

DATE ISSUED: July 25, 2001

REPORT NO. 01-148

ATTENTION: Honorable Mayor and City Council  
Docket of

SUBJECT: Library System

### SUMMARY

#### Issues –

1. Should the City Council re-affirm the Park to Bay site as the preferred location for a New Main Library and direct the City Manager to continue with public outreach and necessary environmental review for that site, returning to City Council for a final decision on the project?
2. Should the City Council authorize the City Manager to amend the architectural agreement for the next phase of architectural services for the New Main Library and assign the agreement to the Joint Venture of Rob Wellington Quigley, FAIA, and Tucker Sadler Noble Castro Architects, Inc.?
3. Should the City Council authorize the City Manager to negotiate and execute a Memorandum of Understanding (MOU) with the Foundation for San Diego Central and Branch Library System (FLS) for fundraising and allocate \$1,000,000 from the New Main Library Major Facility Fund to contribute toward the San Diego Library System fundraising goal?

#### Manager's Recommendation –

1. Re-affirm the Park to Bay site as the preferred location for a New Main Library and direct the City Manager to continue with public outreach and necessary environmental review for that site, returning to City Council for a final decision on the project.
2. Authorize the City Manager to amend the architectural agreement for the next phase of architectural services for the New Main Library and assign the agreement to the

Joint Venture of Rob Wellington Quigley, FAIA, and Tucker Sadler Noble Castro Architects, Inc.

3. Authorize the City Manager to negotiate and execute an MOU with the FLS for fundraising and allocate \$1,000,000 from the New Main Library Major Facility Fund to contribute toward the San Diego Library System fundraising goal.

Other Recommendations – The Library Commission and the Centre City Development Corporation (CCDC) met to review the Park to Bay site, and both agencies have confirmed their recommendation of this as the preferred site for a New Main Library for San Diego.

Fiscal Impact – The next phase of the architectural services agreement, not to exceed \$1,000,000, will be funded from CIP #35-082.0, San Diego Main Library. Funding was allocated to the CIP project in 1996. The funding source was a City loan repayment made by CCDC.

\$1,000,000 will be transferred to the FLS from the New Main Library Major Facility Fund, Fund 102216, which has been funded by an annual Transient Occupancy Tax allocation since 1997. The purpose of this funding transfer is to provide seed money to establish the FLS to encourage its growth and functioning (in effect, to “prime the pump”). The contribution will demonstrate the City’s commitment to FLS volunteers and potential donors, and will be replaced through fundraising proceeds to become part of the funding for new library system facilities. In order to carry out their fiduciary responsibility and to ensure that the FLS funds are well managed, the FLS’ board of directors will place the \$1 million received from the City in an already-established Non-Endowment Advised Fund at the San Diego Foundation.

## BACKGROUND

Large urban library systems, such as that in San Diego, consist of branch libraries and a main library that work together to serve numerous functions. The role of branch libraries is to provide popular and convenient services to their surrounding neighborhoods. Since 1980, San Diego’s branch libraries have grown and changed substantially. In 1980, the library system had 29 branch libraries with an average size of less than 5,000 square feet, and several bookmobiles. During the next 20 years, 19 branch library projects were completed, and the number of branches grew from 29 to 33 as service was expanded to newly developing communities in the north (Carmel Mountain, Carmel Valley, Rancho Penasquitos and Scripps Miramar Ranch). In addition to the four new branches, nine new facilities were built to replace previous facilities. These 13 new branch libraries have averaged more than 15,000 square feet in size, allowing the library system

to offer a wider variety of materials, programs and services than in the past. Overall, branch library square footage has increased from 135,878 square feet in 1980 to 309,848 square feet in

2000.

Currently, there are four branch library projects under construction, or nearing the construction phase. These include Point Loma, Mission Valley, College/Rolando, and La Jolla. These branch libraries are being developed to meet the unique needs of the communities they serve based on extensive community participation and input.

The ability of the branches to serve their communities depends upon the strength and viability of a main library, which serves a unique purpose as the core of the library system. A main library is where one finds in-depth subject expertise, and where the staff and resources are provided for specific subject areas such as business, science, art, music and literature. Its specialists are responsible for developing comprehensive collections for the entire library system. San Diego's main library, currently the Central Library, contains more than a half-million unique titles, and holds the current and retrospective collections that are too costly to reproduce at each branch library.

The Central Library is the heart, brain and nerve center of our public library system. Built in 1954, it provides the centralized operating system for the 33 diverse branches spread over 331 square miles. More than 700,000 patrons visit the Central Library annually. Over the years, Library collections have outgrown available space, and the current building lacks shelving capacity and room for growth. More than half of the collection has to be stored in two basement levels, closed to the public and available only upon request. As a thriving and growing city, San Diego deserves a first-class main library for its diverse population.

This need for a New Main Library has been recognized for a number of years, and various site analyses, hearings and workshops have been conducted to obtain public input. In October 1995, the previous Mayor and City Council approved development and construction of a New Main Library downtown. Property was acquired at Kettner and B Street, though subsequently new opportunities arose and a number of additional sites were proposed and reviewed. In June 2000, a new site decision was made as the Mayor and City Council reviewed several site alternatives and selected the Park to Bay site as the preferred location for a New Main Library. In October 2000, the City Council approved a contract with Rob Wellington Quigley, FAIA, for development of a schematic design. Concurrently, Library staff began working with consultants on the program for the proposed New Main Library.

On January 31, 2001, a series of Natural Resources and Culture (NR&C) Committee meetings addressing San Diego's library system began. The first meeting included an overview of the library system and a presentation of the branch libraries currently in need of renovation or replacement. The second meeting was a public hearing to allow citizens to express their thoughts on the library system. The third NR&C meeting addressing library system issues was held on February 28, 2001, and included a review of the proposed design for the New Main Library. At that final meeting, staff was directed to forward the site and design of the New Main Library to the Library Commission and the Centre City Development Corporation (CCDC) for review.

Both of these bodies recommended that the City continue pursuing locating the New Main Library on the preferred Park to Bay site.

During the fall of 2001, NR&C will again focus on library system issues. There will be meetings scheduled to address the construction schedule and building program for future branch library projects. Additionally, related issues such as jointly locating branch libraries with schools and co-locating with other public facilities such as recreation centers, community service centers, and Police storefronts will be discussed. As we explore our options in building a library system program, we can look to the City Heights Library, which is located adjacent to a community park and recreation center, a police substation, a continuing education center, the local town council office and a community service center, as an example.

## DISCUSSION

### **Park to Bay Site**

In initially selecting the Park to Bay site, the City Council considered characteristics or criteria generally used in library site selection. These criteria include general conditions, location, accessibility, size and shape, economic, social, and cultural issues. The Park to Bay site is located between 11<sup>th</sup> and 12<sup>th</sup> Avenues at “J” Street. The site is already owned by the City and is currently being used as a Police vehicle maintenance facility. (Efforts to relocate that facility are underway.) It is larger than a City block, allowing flexibility to configure a building with a large floor plate that permits cost efficient design and construction. This site is adjacent to the main intersection of the newly designed Park to Bay link, a concept previously adopted by the City Council as an important downtown urban design element linking Balboa Park to San Diego Bay.

The Park to Bay site also provides the opportunity to initially develop additional space within the building to support future expansion of the Library. Construction of this expansion space along with the new library will provide for long-term library space requirements for the next 50 years. It will allow the City the flexibility to expand the library to meet future needs without delay by eliminating the need to find another location or contend with changes in building codes and conditions that might inhibit or prevent future expansion. The intention is for the expansion space to be occupied by interim office users, either City departments or commercial tenants, until the Main Library requires the space in the future.

The site has excellent regional accessibility, with easy access using the 10<sup>th</sup> Avenue exit from Interstate 163, and the 11<sup>th</sup> Avenue exit from Highway 94. Regular bus service is available and there are three trolley stations within two blocks of the site. A Coaster station may also be built in the future. In addition to the underground parking planned as part of the Library project, there will be other parking areas developed as part of the overall East Village redevelopment effort.

The environmental review for the Park to Bay site is currently underway and being performed by City Environmental Review staff. The environmental review process will provide for statutory

public review periods required by the California Environmental Quality Act (CEQA).

Beyond the economic viability, size, and accessibility benefits, this site presents an opportunity for the City of San Diego to set this important educational and cultural institution in the center of the City. A synergy will be made possible by centralizing a variety of cultural, educational and recreational experiences, and this will help promote the continued prosperity of businesses and agencies in the area. With the K Street pedestrian promenade, the Library Plaza and other landscaping providing unifying visual themes, this area will become the cultural center of a revitalized downtown San Diego that will attract visitors and again draw citizens back to their downtown.

### **Library Design Services**

Prior to selection of the Park to Bay site, in August 1996, a rigorous selection process was conducted, and the Mayor and City Council approved the hiring of a team of architects and engineers led by Rob Wellington Quigley, FAIA, to design the proposed New Main Library on the Kettner site. Subsequently, the scope was modified to develop the design for the preferred Park to Bay site, and Mr. Quigley continued working on a design for the new site. At that time, only conceptual drawings had been prepared for the Park to Bay site. As a result, a \$175,000 consultant agreement was negotiated with Mr. Quigley and approved under the City Manager's authority in September 2000, followed by an amendment for \$510,000, to further develop a schematic design for the project.

### **Library Program and Design**

Consultants were engaged by the City of San Diego to develop a detailed building program for the New Main Library. Program development took into account data supplied by the Library staff, including demographic and economic data, library service and program data, collection information, and information relating to the nature and activity of the San Diego community. The program planning process involved community input and participation. Additionally, the consultants met individually with various officials, and interviewed staff and branch managers.

Mr. Quigley, working in conjunction with the programmer, has developed and submitted a partial schematic design to the City. The design for the main library is a work in progress and there will be additional opportunities for input in the coming months. The drawings prepared to this point confirm that the site is practical and adequate for the program, budget, and functions of the City's main library. The site and the approved budget would allow for an enlarged library and future library expansion space. Based upon the design, the building will have an impressive size of approximately 396,000 square feet. The partial schematic design makes available 77,000 square feet of space for future expansion, as needed. There will also be approximately 250 dedicated parking spaces in two levels of parking beneath the building.

This design has been developed to reflect a modern library that provides for social interaction and intercultural exchange, as well as the storage of books and delivery of information into the

hands of individuals. The result is a simple ten-story building, plus a mezzanine, composed of flexible space, with the top and ground floors providing diverse and accessible public amenities. Mr. Quigley's design shows the library entrance via a two-story arcade running the length of the side fronting Park Boulevard. An entry vestibule containing the parking elevator and library gift shop allows access to the two-story lobby. The lobby will provide access to the circulation desk, and the Popular Library and Children's Library. At the south end of the lobby lies a courtyard, or "library garden", shaded by trees that is suitable for large gatherings and includes an outdoor cafe. There is also a 350-seat, sloped-floor auditorium adjacent to the lobby.

The top floor will serve as a cultural venue available to all the people of San Diego. A three-story, airy reading room is shaded by the dome latticework above. A series of open terraces look down into the reading room, and out to the city and bay beyond. A 400-seat multi-purpose room looks to the west and is served by a catering kitchen. An art gallery with a vaulted ceiling faces Balboa Park to the north. Completing the complex is a smaller public meeting room, suitable for use by the Library Commission and other groups. The rooftop resources are carefully configured so that as many as four separate functions can take place simultaneously.

The mid-level floors will provide access to the library's vast book and media collections. The subject departments included are Social Science, Business and Government Documents; Science and Magazines/Newspapers; Humanities (Literature and History); Art, Music and Recreation; and Special Collections. These floors will provide additional public seating and a technology center to service patrons, and house the library's adult literacy program, READ/San Diego. Additionally, space will be provided for public service and administrative staff. The mid-level space will accommodate these important components of the library in a layout that is most convenient to library patrons.

As envisioned by Mr. Quigley, the inside/outside-domed library will celebrate San Diego's climate, encourage social interaction, and serve as a cultural center for the entire region. It will be a first-class main library to serve the City's library system and the citizens of San Diego.

### **Architectural Services Contract**

Development of the partial schematic design was just the first phase of designing the New Main Library. At this point, an amendment to the architectural agreement is needed to allow for a second phase of services to further refine the proposed library design to meet the City's space needs for the next 50 years. Whereas the schematic design work required only Mr. Quigley's services, this amendment now incorporates the Joint Venture of Rob Wellington Quigley, FAIA, and Tucker Sadler Noble Castro Architects, Inc. The Joint Venture will split responsibilities between the two firms such that Rob Wellington Quigley, FAIA, will provide design leadership and Tucker Sadler Noble Castro Architects, Inc. will direct and coordinate all sub-consultants, review and analyze applicable code requirements, and provide a Project Director for the team. This portion of design work will include the following:

- Refinement of architectural drawings
- Development of the interior layout of book stacks and furnishings
- Preparation of an updated cost estimate
- Preparation of preliminary code analysis including energy efficiency elements
- Incorporation of CCDC requirements into the design
- Further refinement of sub-consultant work efforts such as: Structural, Electrical, Mechanical, Telecommunications, Fire and Life Safety Systems, Landscape Architecture, Lighting, Civil, Acoustical, Utilities, and ADA review

It is recommended that a contract amendment for the above services, in an amount not to exceed \$1,000,000, and assignment of the contract to the Joint Venture of Rob Wellington Quigley, FAIA, and Tucker Sadler Noble Castro Architects, Inc., be approved to allow the design to continue to move forward (see attachment).

## **Fundraising**

The project cash flow presented to the City Council in May 2000 included a minimum goal of \$15 million from fundraising proceeds for the New Main Library. Additionally, fundraising proceeds will be needed to build and refurbish branch libraries throughout the library system. The total campaign goal will be determined at the conclusion of a campaign feasibility study, in which approximately 50 individuals will be interviewed to help set a realistic monetary goal; identify potential lead gifts and other potential major donors; educate and begin the cultivation process for potential donors and campaign leadership; provide an assessment of external factors that may affect the campaign, including competing campaigns and the local economic climate; and make recommendations about the campaign organization and staffing. The City is in the process of hiring a consulting firm to conduct the study.

The fundraising campaign will be conducted through the recently formed Foundation for San Diego Central and Branch Library System (FLS), a 501(c)(3) corporation operating as a public charity. The FLS has been organized to accept, invest, and administer contributions, which may come in a number of forms from gifts, legacies, and funds, to property of any sort. Contributions will be invested in an already-established Non-Endowment Advised Fund at the San Diego Foundation. A fundraising steering committee, composed of approximately 15 community leaders and Library staff, will report to the FLS' Board of Directors. Current directors are James Dawe, president; Mike Madigan, secretary; and Mary Walshok, treasurer. The FLS will have the authority to use the income and principal to support the library system, in accordance with City policies and upon approval by City Council when appropriate.

The City and FLS will work together to provide for services and facilities over and above what traditional tax-based funding of the San Diego Public Library has provided. An MOU between the City of San Diego and the FLS outlining the FLS' role and responsibilities is being prepared. This MOU recognizes that the Mayor and City Council are committed to providing a world class

library system and that a great library system requires not only public monies, but also private funding to support the financing plan for library improvements.

Campaign support will be sought from various groups, including individuals, foundations, corporations, and other government agencies. An initial commitment of \$1 million by the City will demonstrate the City's support of the FLS to all other potential donors. The \$1 million is seed money to establish the FLS to encourage its growth and functioning (in effect, to "prime the pump"). This funding is available from the New Main Library Major Facilities Fund, Fund 102216, which is funded by an annual Transient Occupancy Tax allocation. A small portion of the funding will be used for the initial fundraising expenses and other costs related to establishing the new foundation, such as conducting the feasibility study and developing the case study. Eventually, this initial funding will be replaced through fundraising proceeds and be available for use in construction of library system projects. It is recommended that the transfer of \$1 million from the New Main Library Major Facilities Fund be approved.

In order to carry out their fiduciary responsibility and to ensure that the FLS funds are well managed, the FLS' board of directors will place the \$1 million received from the City, and any initial donations, in an already-established Non-Endowment Advised Fund at the San Diego Foundation. The advisors to this fund are Jim Dawe, Mary Walshok, and Bruce Herring. As a non-endowment fund, all principal and interest may be removed from the fund, at the request of the advisors, when funds are needed for library system construction projects.

## **Summary**

The Park to Bay site was selected by the previous Mayor and City Council as a site able to serve as a civic resource center for the community and a positive addition to the continued urban development of San Diego. It has a number of positive attributes, and Mr. Quigley has developed the proposed design to make the best use of these and to meet the program needs identified. It is recommended that the City Council re-affirm the Park to Bay site as the preferred location for a New Main Library for San Diego's library system. It is further recommended that the City Manager be authorized to execute an amendment for the next phase of architectural services and assign the contract to the Joint Venture of Rob Wellington Quigley, FAIA, and Tucker Sadler Noble Castro Architects, Inc., to further refine the proposed design. In order that the fundraising campaign can begin, it is also recommended that negotiation and execution of an MOU between the City of San Diego and the FLS, and the transfer of \$1,000,000 as the City's good faith contribution from the San Diego Main Library Major Facilities Fund, be approved. These actions together will allow for continued progress on the New Main Library.

Respectfully submitted,



Libby K. Coalson  
Special Projects Manager

Approved: Bruce A. Herring  
Deputy City Manager

HERRING/LKC

Attachment: Amendment to Architectural Agreement